

**GJO-2001-188-TAR
MAC—MRAP 1.9.1**

**Monticello Mill Tailings Superfund Site
and Monticello Vicinity Properties Superfund Site
Monticello, Utah**

Community Relations Plan Update

FY 2001

Prepared for
U.S. Department of Energy
Albuquerque Operations Office
Grand Junction Office

Prepared by
MACTEC Environmental Restoration Services, LLC
Grand Junction, Colorado

Work performed under DOE Contract No. DE-AC13-96GJ87335
for the U.S. Department of Energy

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or

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Table of Contents

Terms and Abbreviations	vii
Executive Summary	ix
Introduction	1
Project Status and Agency Roles.....	1
Informational Contacts	2
U.S. Department of Energy.....	2
U.S. Environmental Protection Agency	2
Utah Department of Environmental Quality	2
Location of Information Repositories	2
Site Description	3
Operable Unit I—Monticello Millsite Tailings and Millsite Property	3
Operable Unit II—Peripheral Properties	7
Operable Unit III—Monticello Surface Water and Ground Water (MSG) Remedial Action Project.....	7
Monticello Vicinity Properties Site	8
Community Relations History and Highlights	9
History	9
Monticello Site Specific Advisory Board (SSAB) - disbanded October 1999	11
Public Involvement Objectives	12
Objectives	12
Stakeholders	12
Future Issues and Concerns	12
Attachment I Utah Key Contacts	15

Figures

Figure 1. Monticello, Utah, Regional Location Map.....	4
Figure 2. Boundaries of Monticello National Priorities Listed Sites.....	5

Tables

Table 1. OU III Milestones and Target Dates.....	13
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Terms and Abbreviations

CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFR	Code of Federal Regulations
DOE	U. S. Department of Energy
EPA	U. S. Environmental Protection Agency
FY	fiscal year
GJO	Grand Junction Office
LTSM	Long-Term Surveillance and Maintenance
NEPA	National Environmental Policy Act of 1969
OU	operable unit
OU I	operable unit one – Monticello Mill Tailings and Millsite Property
OU II	operable unit two – Peripheral Properties
OU III	operable unit three – Monticello Surface Water and Ground Water
RI/FS	Remedial Investigation/Feasibility Study
ROD	record of decision
SARA	Superfund Amendments and Reauthorization Act of 1986
SSAB	Site Specific Advisory Board
UDEQ	Utah Department of Environmental Quality

Executive Summary

With the exception of the surface and ground water remedial action project (OU III), the Monticello Project is transitioning to the Long-Term Surveillance and Maintenance (LTSM) Program. Transfer is expected to occur on October 1, 2001.

The U.S. Department of Energy (DOE) Grand Junction Office (GJO) was assigned responsibility for the LTSM Program on January 1, 1989. Because the Monticello sites were once part of the DOE former Surplus Facilities Management Project, long-term activities at Monticello were specifically included in the scope of the LTSM Program. Upon completion of remedial action programs, administration of LTSM activities will be transferred to the DOE-GJO LTSM Program.

The Monticello Vicinity Properties (MVP) Site has been remediated in accordance with the requirements of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) and was deleted from the National Priorities List (NPL) on February 28, 2000. Removal of source contaminants at the Monticello Mill Tailings Site (MMTS) has also been completed in accordance with the requirements of CERCLA; however, a final remedy for clean up of surface and ground water (OU III) has not yet been selected. The MMTS will not be removed from the NPL until the final remedy is selected (anticipated in 2005) and the cleanup goals have been met.

As part of the CERCLA process, DOE will continue to monitor the sites with oversight provided by the Environmental Protection Agency and Utah Department of Environmental Quality, to ensure the following: compliance with applicable or relevant and appropriate regulations; remedial actions taken remain protective of human health and the environment; and adequate information is collected for preparation of the CERCLA five year review report. Monitoring will be conducted through the DOE Long-Term Surveillance and Maintenance Program.

With the conclusion of remediation on the millsite, the peripheral properties and vicinity properties, the Site Specific Advisory Board disbanded following the October 20, 1999 meeting.

This is the last revision of the Monticello Community Relations Plan Update. Future communication with the public will be via fact sheets, press releases, and public meetings as appropriate at the time of the remedy selection for OU III.

Introduction

Throughout the course of this project, the DOE has made it a priority to gather community opinion as part of the decision-making process. Since 1980, DOE has held public meetings and public availability sessions, conducted community interviews, issued press releases to the local media, and Fact Sheets to stakeholders, participated in a Site Specific Advisory Board and held frequent meetings with the San Juan County Commissioners and Monticello City Council members. As the focus of the project now turns to re-vegetation of the repository and the transfer of the government-owned property to the city of Monticello, DOE will continue public involvement efforts. This issue of the Community Relations Plan is a transitional document. The Plan provides information on the activities that have been conducted during the cleanup of the Monticello Mill Tailings Site (MMTS) and Monticello Vicinity Properties (MVP) Site in Monticello, Utah, and outlines the methods of communication that will be used to inform the public of future activities. Previous versions of this plan provided detailed information on public involvement and information activities. All community relations activities continue to comply with CERCLA, administrative record and public participation requirements, as amended by SARA; the National Oil and Hazardous Substances Pollution Contingency Plan (NCP); and EPA and DOE guidance on public participation and maintenance of administrative records.

Project Status and Agency Roles

On February 28, 2000, the Monticello Vicinity Properties site was deleted from the National Priorities List (NPL). The Monticello Mill Tailings Site remains on the National Priorities List (NPL) and has been remediated in accordance with the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) of 1980, as amended by the Superfund Amendments and Reauthorization Act (SARA) of 1986. A Federal Facility Agreement (FFA) among the U.S. Department of Energy (DOE), U.S. Environmental Protection Agency, (EPA), and the State of Utah Department of Environmental Quality (UDEQ) pursuant to Section 120 of CERCLA/SARA became effective December 1988. DOE, EPA, and UDEQ agreed to perform response actions at the MMTS and MVP Site in accordance with the FFA. DOE is the lead agency that provides the principal staff and resources to plan and implement response actions. Responsibility for oversight of activities performed under the FFA are shared by EPA and UDEQ; EPA is the lead agency with ultimate responsibility and authority but shares its decision making with UDEQ (DOE 1988b, Section VIII.B).

Detailed technical information on the selected remedies and on major components of the remedial design and remedial action can be found in the *August 1990 Declaration for the Record of Decision and Record of Decision Summary for the Monticello Mill Tailings Site*, the November 1989 *Monticello Vicinity Properties Project Declaration for the Record of Decision*, the *Record of Decision Summary for the Monticello Vicinity Properties Project*, and the *1998 Record of Decision for an Interim Remedial Action at the Monticello Mill Tailings Site OU III – Surface Water and Ground Water*. These documents are in the administrative record at the DOE, Monticello Repository Office Complex, 7031 South Highway 191, Monticello, Utah 84535.

They are also located in the DOE Public Reading Room in the Technical Library at the Grand Junction Office, 2597 B $\frac{3}{4}$ Road, Grand Junction, Colorado 81503.

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Location of Information Repositories

Administrative Record

U.S. Department of Energy
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Information Repositories

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Site Description

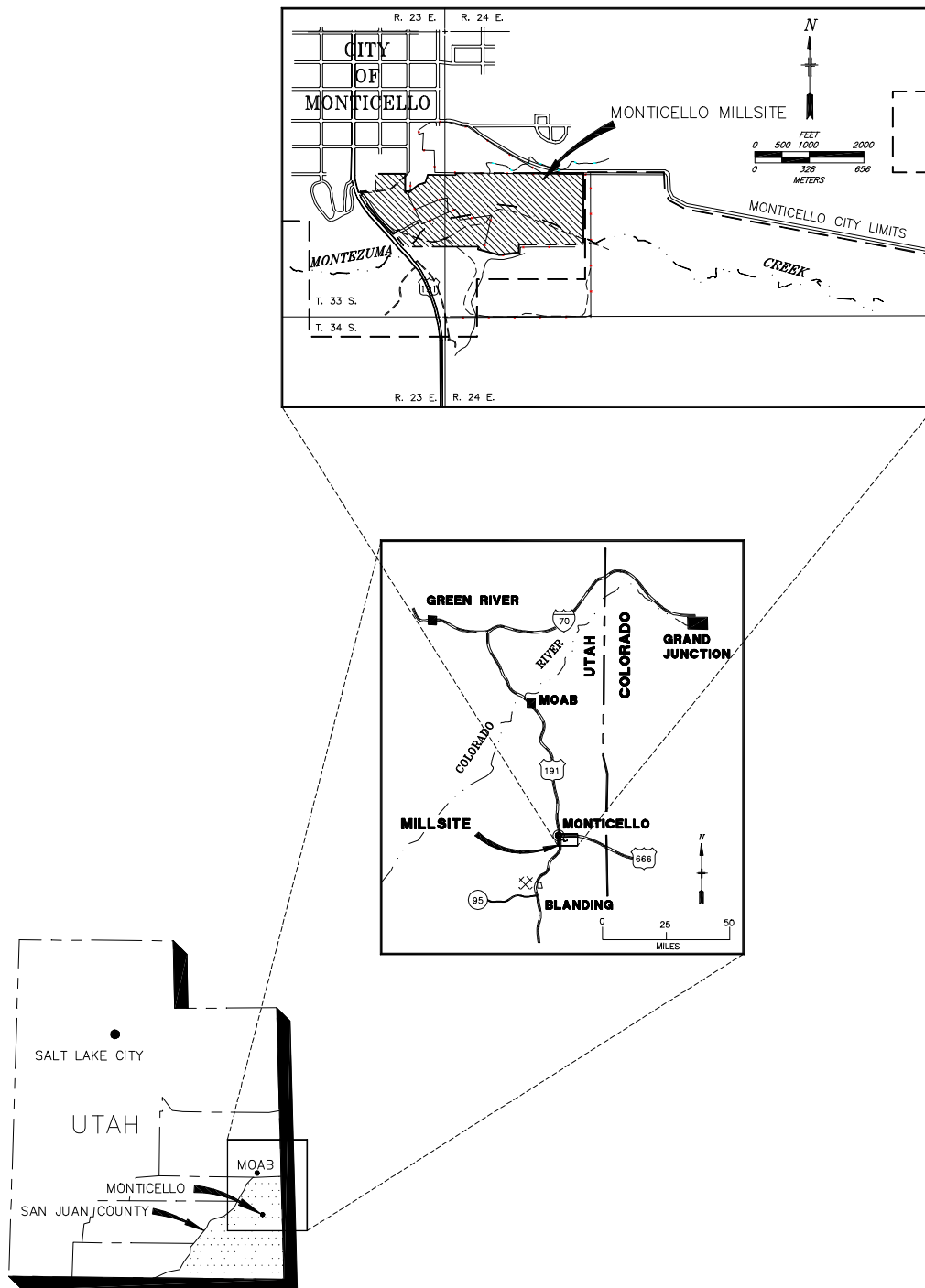
The city of Monticello is located in San Juan County, Utah, which occupies the southeastern corner of Utah (Figure 1). The Monticello Mill Tailings Site, or millsite, is located in the southeast corner of the city of Monticello. The city lies just east of the Abajo Mountains and north of Montezuma Creek. The major highways in the Monticello area are U.S. Highway 191 and 666. Highway 191, which runs generally in a north-south direction connects Monticello with Moab, 56 miles to the north, and with Blanding, 22 miles to the south. Highway 666 intersects Highway 191 in the City of Monticello and generally runs east, connecting Monticello to Dove Creek, CO. The millsite lies within the floodplain of Montezuma Creek, a small perennial stream with headwaters in the Abajo Mountains.

The Monticello mill was operated for the federal government from 1945 to 1959. Numerous milling processes were used at the Monticello millsite during its operation, which resulted in an estimated 1 million tons of ore being processed, leaving approximately 2.6 million cubic yards of mill tailings and contaminated soils. The contamination from the millsite resulted in two Superfund CERCLA sites: Monticello Mill Tailings Site and the Monticello Vicinity Properties.

Because of the complexity of the Monticello Mill Tailings Site, the U.S. Department of Energy has divided the work into three manageable components called “operable units.” Figure 2 shows the boundaries of the three operable units and the Monticello Vicinity Properties.

Operable Unit I—Monticello Millsite Tailings and Millsite Property

Operable Unit (OU) I includes the 110-acre millsite, the tailings impoundment areas, and areas where tailings removed from the peripheral properties and the Monticello Vicinity Properties were stockpiled (Figure 3). The remedial action selected in the 1990 Record of Decision (ROD), and reconfirmed by the U.S. Department of Energy Assistant Secretary for Environmental Management in 1994, involves excavation of the tailings and disposal in an on-site repository.



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Figure 1. Monticello, Utah, Regional Location Map

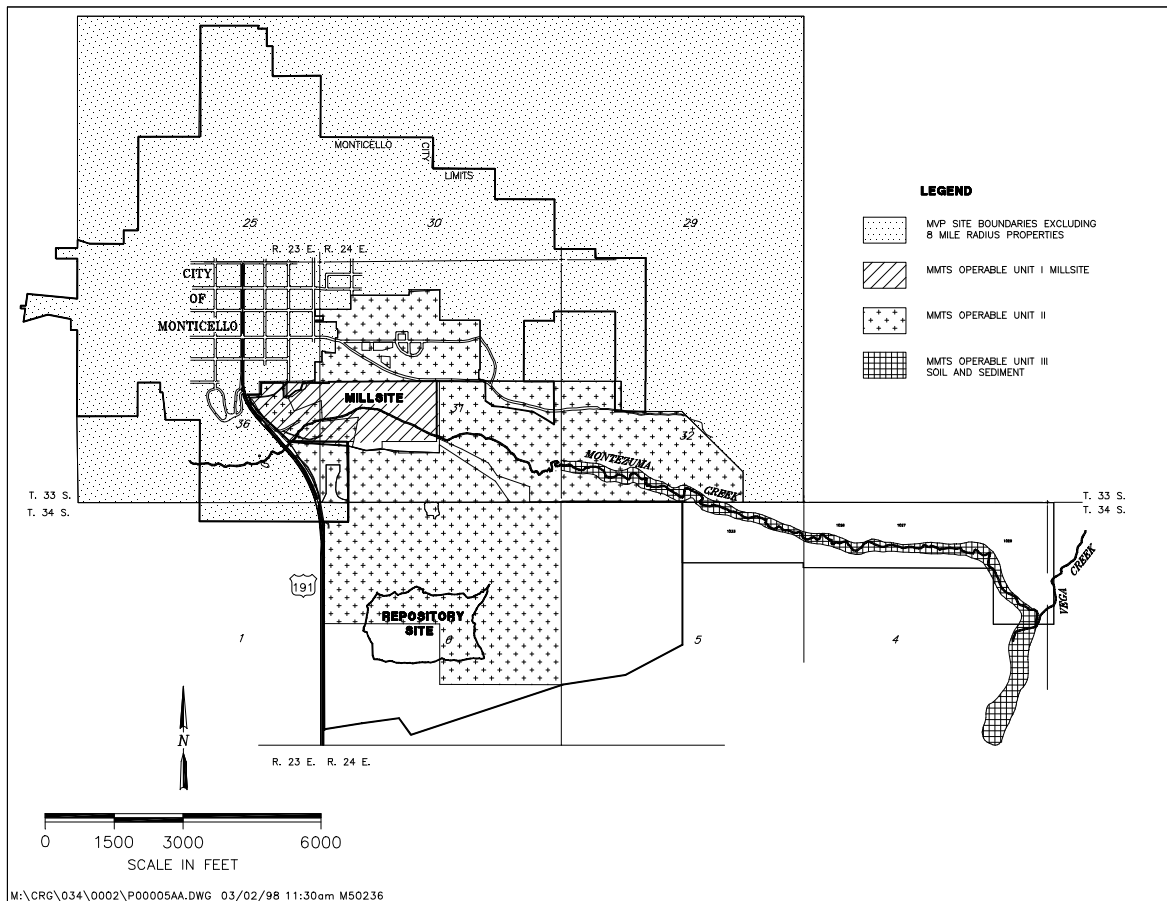


Figure 2. Boundaries of Monticello National Priorities Listed Sites

The cleanup remedy addresses the principal threats at the site, which are associated with radon emissions and direct exposure to gamma radiation from tailings.

Components of the remedy also include:

- A double lined repository designed to ensure protection of the ground water including a leachate collection and removal system and a leak-detection system.
- A vegetative cover and liner system on top of the tailings that will control the release of radon and prevent rainwater or moisture from moving down into the tailings.
- Restoration of stream channel and wetlands on millsite area and revegetation of the millsite and repository site.
- Long-term surveillance and environmental monitoring to ensure the effectiveness of the cleanup and compliance with surface-water and ground-water standards.
- Access and institutional controls implemented in association with Supplemental Standards.

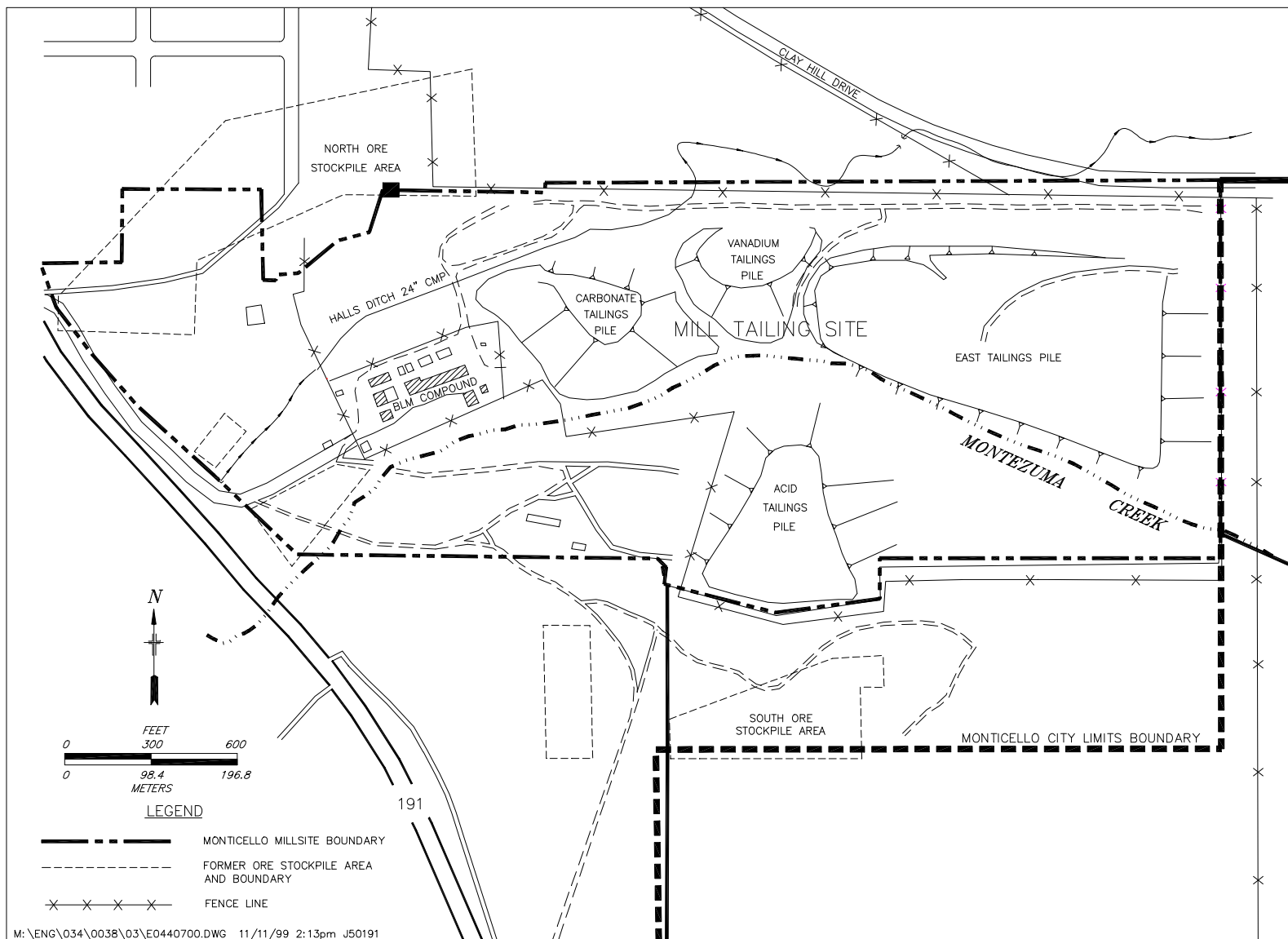


Figure 3. Schematic of Monticello Mill Site Prior to Cleanup

The repository is located on approximately 80 acres of DOE-owned land south of the former mill location. The repository has been designed to meet all Federal and State requirements, environmental laws, and technical standards. These standards require that the repository be effective for up to 1,000 years to the extent reasonably achievable and that the exhalation of radon gas be controlled within acceptable limits. Tailings removal from the millsite was completed in September 1999 with a total volume of 2.545 million cubic yards being placed into the repository. The repository cover was completed in May 2000 with the re-seeding of the cover.

Activities associated with the repository were completed June 30, 2000. The Monticello Repository Office Complex consists of two trailers used by staff supporting the long-term surveillance and maintenance program and the restoration of the millsite. The Information Repository and Administrative Record previously located at the city offices has been relocated to the complex and is available for review Monday through Thursday from 8 a.m. to 4: 30 p.m.

Operable Unit II—Peripheral Properties

Peripheral properties consist of private and DOE-owned properties peripheral to the millsite that were contaminated by windblown or stream-deposited tailings or by residual radioactive material from ore buying stations. Stream-deposited tailings downstream of the millsite are included in Operable Unit II and were cleaned up concurrently with the millsite. Peripheral properties contained approximately 475,000 cubic yards of tailings and other contaminated material. OU II consists of 33 peripheral properties totaling approximately 830 acres.

The cleanup remedy for the peripheral properties was removal of the contaminated materials and relocation to the east millsite tailings pile for temporary storage. Other components of the cleanup remedy include revegetation after removal of the tailings and use of institutional controls, such as limitations on access or use. Tailings and contaminated soil removed from peripheral properties were disposed of in the on-site repository described in OU I.

Operable Unit III—Monticello Surface Water and Ground Water (MSG) Remedial Action Project

The OU III project consists of contaminated surface water and ground water at and downstream of the millsite. A remedial investigation (RI) was conducted to assess contamination in the surface and groundwater and to assess risk to human health and the environment from exposure to these media.

Using information from the RI, DOE prepared a Feasibility Study Report to identify and evaluate cleanup alternatives for surface water and ground water. Because it is not possible to reliably predict the effects that OU I remediation and the OU II soil and sediment cleanup will have on OU III surface water and ground water, a decision was made to pursue an interim remedial action for surface water and ground water. The proposed interim action was summarized in a Proposed Plan Fact Sheet, news release, and display ad. It was presented to the SSAB during March 1998 and to the public at a public meeting on April 7, 1998. The public comment period

began on March 27, 1998 and ended on April 27, 1998; no written comments were received. The SSAB unanimously supported the proposed interim remedial action on April 15, 1998. On September 29, 1998, a Record of Decision for an Interim Remedial Action (Interim ROD) for the Monticello Mill Tailings Site, Operable Unit III, Surface Water and Ground Water, was signed by the EPA, the Utah Department of Environmental Quality, and DOE.

Implementation of the interim action began during the summer of 1998. It included institutional controls to restrict use of contaminated ground water, continued ground water extraction and treatment during millsite excavation (and continuing if necessary after millsite remediation), installation of a permeable reactive treatment (PeRT) wall, acquisition of data on changing millsite conditions, and continued monitoring of surface water and ground water.

A Record of Decision selecting a final remedy is scheduled to be prepared in April 2005.

DOE is in the process of preparing a Remedial Investigation/Feasibility Study (RI/FS) for Operable Unit III. The RI/FS are technical documents that are used to determine and justify the final remedy selected in the Record of Decision. The RI/FS is scheduled for completion in 2004. The schedule was set so that the surface and ground water could be monitored following removal of the millsite tailings. This information will be used to determine an appropriate final remedy for surface and ground water.

Monticello Vicinity Properties Site

Throughout the operating period of the Monticello mill, tailings from the millsite were used in the city of Monticello for construction purposes. These tailings were used as fill for open lands; backfill around water, sewer, and electrical lines; sub-base for driveways, sidewalks, and concrete slabs; backfill against basement foundations; and as sand mix in concrete, plaster, and mortar. Tailings were also transported from the millsite by wind and water erosion.

In accordance with Title 40 of the Code of Federal Regulations Part 192 (40 CFR 192), application of supplemental standards allows the development of alternate cleanup levels based on an assessment of risk to human health and the environment for specific exposure scenarios. Supplemental standards may be allowed where removal would cause undue environmental damage or would result in excessive remedial action costs compared to any health benefits achieved by reduction in risk. In 1999, supplemental standards were applied to Monticello City Streets and Utilities/Highway 191 and 666 Rights-of-Way as well as the privately owned piñon/juniper property. There were also some supplemental standard properties in OU II.

The Record of Decision for the Monticello Vicinity Properties was signed in 1989. The remedy selected was to remove radioactively contaminated material and replace it with clean materials. The contaminated materials were relocated temporarily to the millsite and transported with the millsite tailings to the permanent repository. A total of 424 residences and commercial buildings have been cleaned up under the Monticello Vicinity Properties (MVP) Project. The MVP site was deleted from the National Priorities List on February 28, 2000.

Community Relations History and Highlights

History

Community relations activities at Monticello began in 1980 with site visits and meetings by the Department of Energy with the Monticello City Manager, San Juan County Commissioners, State of Utah representatives, and individual property owners. News releases were issued to inform the general public of events and pertinent information relative to the Monticello projects. DOE also provided general information briefings. A chronology of key events follows:

- Original Monticello Community Relations Plan—1987
- Federal Facilities Agreement between DOE, EPA, and the State of Utah—1989
- Information repository and administrative record established in Monticello—1989
- Remedial Investigation and Feasibility Study, Environmental Assessment, and Opportunity to Comment—1989
- Record of Decision for OUs I and II—1990
- Updated Community Relations Plan—1990-98
- Notice of Finding of No Significant Impact and Floodplain Statements of Findings—1990
- Reassessment of disposal alternatives—1993
- Site-Specific Advisory Board formed—1993
- Toll-free telephone number established—1993
- Monthly Site Specific Advisory Board meetings—1994-95
- Established government-to-government relations with White Mesa Utes—1994
- Original 1990 Record of Decision upheld—1994
- Hired local community relations representative—1995
- Held open house for introduction of DOE field engineer and management team to the community—1995
- Developed the explanation of significant difference on revised costs for millsite cleanup and revised number of properties for the Monticello Vicinity Properties Program—1995
- Issued notice of availability of explanation of significant differences of cost and increase of overall scope of Monticello Vicinity Properties—1995
- Issued fact sheets on Monticello Millsite and peripheral properties; radiation; Monticello Vicinity Properties; and the Site Boundary Program—1995
- Served as judges for regional science fair competition—1995
- Issued letter and notice to the public on Site Boundary Program—1995
- Issued news release on award of repository construction subcontract—1995
- Conducted tour of millsite for Utah state legislators—1995
- Staffed display booth at Pioneer Days—1995-98
- Staffed display booth at San Juan County Fair—1995-98
- Conducted interviews with residents as part of Community Relations Plan Update—1995-98
- Site Specific Advisory Board meetings held every other month—1996-98
- Issued fact sheet on the Repository Design; Monticello Surface- and Ground-Water; risks related to Air Quality—1996
- Conducted classroom presentations and tours to local high school students—1996-98

- Ground breaking ceremony for repository construction—October 1995
- Conducted repository tours for approximately 300 local residents—1996
- Donated computer equipment to Monticello Elementary and High Schools as part of the DOE Math and Science Gift Program—1996 and 1997
- Donated Science Books to Monticello High School—1996
- Issued news release on new contractors for GJO—1996
- Monticello Foundation submits Technical Assistance Grant application—1997
- Held open house to present millsite remediation schedule to the community—1997
- Initiated tailings haul to the repository— June, 1997
- International scientists tour Monticello site—1997
- Issued fact sheet on MSG Findings & Activities—1997
- Issued numerous news releases on project updates—1997
- Issued news releases on the MSG Alternatives Analysis, MSG Baseline Risk Assessment, Record of Decision Process, and Supplemental Standards—1998
- Conducted a public meeting to discuss the millsite remediation—1998
- Conducted a public meeting to discuss the Alternatives Analysis and Proposed Plan for Cleanup of Monticello Surface and Ground Water —1998
- Conducted a Public Availability session for the potential of extending haul hours at the millsite—1998
- Issued news releases on the spring start-up of the millsite remediation; the Monticello Surface and Ground Water Alternatives Analysis; the Proposed Plan for Cleanup of the Monticello Surface and Ground Water—1998
- Issued other news releases on the status of the project and on millsite personnel significant milestone of working one million work hours without experiencing a lost-time accident-1998
- Issued fact sheets on the Monticello Surface and Ground Water Alternatives Analysis and Proposed Plan—1998
- Conducted tours of the millsite—1998
- Continued meetings with local officials—1998
- Signed Cooperative Agreement with City of Monticello—1998
- Operable Unit I reached One Million Work Hours without a lost-time accident—1998
- Begin winter shutdown with over 2 million cubic yards of contaminated soils and mill tailings having been moved into the repository—1998
- Initiate excavation of soil and sediment in Upper Montezuma Creek—1998
- Explanation of Significant Differences for Application of Supplemental Standards—1999
- Issued fact sheets on the Record of Decision for an Interim Remedial Action at the Monticello Mill Tailings Site, Operable Unit III, Surface Water and Ground Water—1999
- Operable Unit I reached 1.5 million work hours without a lost-time accident—1999
- Began installation of the composite cover—1999
- Issued fact sheet on the Composite Cover System for the Monticello Millsite Repository-1999
- Completed remediation on the peripheral properties—1999
- Completed placement of contaminated-materials into repository, 2.54 million cubic yards-1999
- Issued fact sheet on the proposed transfer of the former Monticello Mill Tailings Site to the City of Monticello, UT—June 2000
- Completed repository cover construction—June 30, 2000

- Land Transfer to City of Monticello complete—June 28, 2000
- Notice of award of millsite restoration subcontract—August 28, 2000

Monticello Site Specific Advisory Board (SSAB) - disbanded October 1999

The Monticello SSAB was established in 1993 as an independent, community-based forum to establish timely, direct contact between the public, State, and Federal agencies, to communicate issues related to the DOE Monticello projects and to develop and provide recommendations and advice on the cleanup of the sites. DOE, with concurrence of the EPA and the State of Utah initially selected the members through public meetings, community interviews and discussions with local officials, press releases, and a recruiting advertisement. The DOE Assistant Secretary for Environmental Management officially appointed the members. DOE supported the Monticello Site-Specific Advisory Board in its deliberations on Monticello project issues. The SSAB provided valuable input and recommendations on numerous issues. Four major areas of concern were 1)final decision on location of the repository and design of the vegetative cover; 2)water usage issues; 3)employment issues to encourage local hiring and use of local sub-contractors; and 4)transfer of the millsite and other government-owned property to the city of Monticello.

With the conclusion of remediation on the millsite, the peripheral properties and vicinity properties, the SSAB disbanded following the October 20, 1999 meeting. Members were recognized for their commitment and involvement on important decisions for the projects. Members were presented with “thank you” plaques during a reception following the meeting.

Public Involvement Objectives

Objectives

- Continue communication with the parties of the Federal Facilities Agreement and other stakeholders. Coordinate DOE activities with other agencies to ensure that all appropriate parties are kept informed and are a part of the review process.
- Provide key local and State officials with technical information and status of DOE activities.
- Keep the general public informed of activities, risks, and progress of Monticello projects.
- Provide opportunities for two-way communication and opportunities for the public to be involved in the decision-making process.
- Provide a process for receiving and responding to questions from citizens in a timely manner.

Stakeholders

- Citizens of San Juan County, Utah
- Native American communities
- General public using Highway 191 from Monticello to the repository office complex.
- Local media
- Local county government
- Local city governments
- Local elementary and secondary schools
- State governmental agencies
- Congressional delegation
- Elected State of Utah officials
- Federal agencies
- Environmental organizations
- Business owners
- Service organizations

As mentioned earlier, this is a transitional document. This is the final Community Relations Plan that will be issued. Henceforth information will primarily be disseminated to stakeholders through the issuance of fact sheets, community relations updates in the form of news releases, and public meetings as required by the CERCLA process.

Future Issues and Concerns

With the exception of OU III, DOE will use Fact Sheets and news releases to keep the public informed of project activities. The following fact sheets are planned:

Millsite Restoration – Winter 2001

Long-Term Surveillance and Maintenance Program – Spring 2001

Partial Deletion of OU II – Spring 2001
-public comment period required

OU III Record of Decision Process – Proposed Release Date TBD
-public meeting/comment period required

A final remedy for OU III is anticipated in the 2005 time frame. It is anticipated that public input on the final remedy will be solicited through public meetings, fact sheets, and news releases.

Table 1. OU III Milestones and Target Dates

Document	Milestone
Remedial Investigation	
Draft-Final Remedial Investigation Report	February 2, 1998 (Complete)
Remedial Investigation Addendum	November 27, 1998 (Complete)
Feasibility Study	
Draft-Final Evaluation of PeRT Wall Treatability Study	September 30, 2002
Draft-Final (post IRA) Feasibility Study Report	August 18, 2004
Surface Water/Groundwater Interim Remedial Action	
Draft –Final Interim Proposed Plan	March 16, 1998 (Complete)
DOE sign Interim Record of Decision	August 25, 1998 (Complete)
Final Interim Remedial Action Work Plan	October 30, 2000 (Complete)
Surface Water/Groundwater Decision Documents	
Draft-Final Proposed Plan	December 10, 2004
Draft-Final Record of Decision	April 1, 2005
Surface Water/Groundwater Remedial Design/Remedial Action	
RD/RA Work Plan	September 17, 2005
Pre-Final Design	June 15, 2006
Initiate On-site construction activities (if required)	September 15, 2006
Operable Unit Completion	
Interim Remedial Action Report	January 15, 2008
Remedial Action Start	October 15, 2006

The master mailing list of Utah Key Contacts (Attachment I) will continue to receive copies of fact sheets and updates. This master list is updated monthly as information changes or as new or additional information requests are received.

DOE will continue to maintain and update information related to the Monticello projects in the Information Repository and Administrative Record located at the Monticello Repository Office Complex. Another information repository is located at the DOE Grand Junction Office in Grand Junction, Colorado. Information repositories are updated as activities progress. Attachment II presents the locations of the information repositories and the administrative record.

End of Current Text

Attachment I Utah Key Contacts

A. FEDERAL ELECTED OFFICIALS

U.S. Senators

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C. LOCAL OFFICIALS

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